

THE ROLE OF SETTLEMENTS AND NEIGHBORHOOD CENTERS IN SERVING TEEN-AGE GROUPS

A THESIS

SUBMITTED TO THE FACULTY OF THE ATLANTA UNIVERSITY

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR

THE DEGREE OF MASTER OF SOCIAL WORK

BY

ISRAEL H. MILTON

ATLANTA, GEORGIA

JUNE 1958

R. V

P 45

28  
36T

Dedicated to  
My mother, Lucille Milton  
and my deceased father, Rogene Milton

## ACKNOWLEDGMENTS

The writer would like to acknowledge the cooperation of the participating agencies of the Chicago Federation of Settlements and Neighborhood Centers. Without the data they provided me, this study could not have been completed.

I would like, also, to acknowledge my field work supervisor, Mr. Clarence Lipschutz, and all the staff members of Chicago Commons Association, who aided me in the typing, mimeographing and mailing of my schedule. At all times were they sympathetic and helpful.

It was a pleasure to work with Mr. Carl Harm, my thesis supervisor. Without his patience and effort, this study could not have been completed.

Last, but not least, I would like to acknowledge the efforts of my wife, Marjorie, whose patience and sympathy helped immeasurably.

## TABLE OF CONTENTS

	Page
DEDICATION . . . . .	ii
ACKNOWLEDGMENTS . . . . .	iii
LIST OF TABLES . . . . .	v
 Chapter	
I. INTRODUCTION . . . . .	1
Significance of the Study . . . . .	2
Purpose of the Study . . . . .	2
Method of Procedure . . . . .	2
Scope and Limitations . . . . .	3
II. HISTORY AND BACKGROUND OF THE SETTLEMENT MOVEMENT . . . . .	4
III. PRESENTATION OF DATA . . . . .	8
Scope and Extent of Work With Teen-age Group . . . . .	8
Criteria For Admission of Groups and Use of Agency Services . . . . .	12
Budget and Staff Time Given to Teen-Age Program . . . . .	18
The Role of Agencies and Teen-age Groups in Plan- ning Teen-age Activities . . . . .	18
Problems and Limitations of Agencies in Working With Teen-age Groups . . . . .	20
Emphasis in Group Services for Teen-agers . . . . .	21
IV. INTERPRETATION OF FINDINGS . . . . .	23
Scope and Extent of Work With Teen-age Groups . . . . .	23
Criteria for Admission of Groups and Use of Agency Services . . . . .	25
Budget and Staff Time Given to Teen-age Groups . . . . .	26
The Role of the Agencies and Teen-age Groups in Planning Teen-age Activities . . . . .	28
Summary of the Limitations and Problems the Agencies Had in Working With Teen-age Groups . . . . .	30
Program Emphasis in Terms of Service and Program . . . . .	32
V. SUMMARY . . . . .	34
 APPENDIXES	
A. Schedule . . . . .	37
B. Explanatory Letter . . . . .	41
BIBLIOGRAPHY . . . . .	42



# LIST OF TABLES

Table	Page
1. Agency-organized Groups Showing Total Number and the Total Number of Agency-organized Teen-age Groups Served by the Agencies During the Program Year of 1956-1957, Showing the Percentage of Teen-age Groups to the Total . . . . .	9
2. Autonomous Groups Showing Total Number and the Total Number of Autonomous Teen-age Groups Served by the Agencies During the Program Year of 1956-1957, Showing the Percentage of Teen-age Groups to the Total . . . . .	10
3. Total Groups Served by the Agencies During the 1956-1957 Program Year Showing Agency-organized Groups and Autonomous Groups and the Percentage of Teen-age Groups to the Total .	10
4. Total Teen-age Groups that Came in and Requested Services and the Total Number Refused, Showing the Percentages of Groups Refused . . . . .	11
5. Total Number of Teen-age Groups and the Number of Times Per Week They Met at the Agencies, Showing the Average Times Per Week the Groups Met at the Agencies . . . . .	11
6. Total Number of Teen-age Groups, Showing the Number and Percentage of Groups that Met in the Afternoons and Evenings . . . . .	12
7. Criteria Used in Accepting Teen-age Groups, Showing the Number of Times the Criteria Were Used by the Agencies . .	13
8. Criteria Used by the Agencies in Deciding to Organize Teen-agers, House Members or Others into Groups, Showing the Number of Times the Criteria Were Listed . . . . .	14
9. Reasons for Refusing Teen-age Groups That Came and Requested the Services of the Agency, Showing the Number of Times the Reason was Listed . . . . .	15
10. Limitations, Restrictions and Rules and Regulations that Governed the Use of Agency's Facilities by Teen-age Groups, Showing the Number of Times They Were Listed . . . . .	16
11. Criteria Used in Planning Teen-age Programs, Showing the Number of Times the Criteria Were Listed . . . . .	17

CHAPTER I  
INTRODUCTION

Significance of the Study

The writer feels that descriptive studies of this nature will help in the field of social work, because they attempt to show to professional social workers and the community the work of social agencies. In this study, the writer is concerned with describing the role of settlements and neighborhood centers in serving teen-age groups.

Settlements and neighborhood centers are structured to help individuals and family units to improve their neighborhood relationships and to make adjustments to their communities. Programs are planned and carried out for all ages, sexes and racial groups in a given geographical area of a community.<sup>1</sup>

Teen-age groups constitute only a part of the work done by settlements with groups, and the extent of the work done with teen-age groups may vary from one agency to another. Some settlements and neighborhood centers have been criticized for their lack of work with teen-age groups. Grace L. Coyle stated:

Too many settlements today are rightly regarded in their neighborhood as exclusively 'a place for kids.' If settlements are to help in creating active neighborhoods, they must reduce the proportion of their work with children and increase that which deals with youth and adults.<sup>2</sup>

It is believed that teen-agers must be understood in order to

---

<sup>1</sup> Lois Corke DeSantis, "Settlements and Neighborhood Houses," Social Work Year Book 1957 (New York, 1957), p. 513.

<sup>2</sup> Grace L. Coyle, Group Experiences and Democratic Values (New York, 1947), p. 104.

have effective services for them. This age group, because of its many complexities, has been described as "all ages in one."<sup>1</sup> Gertrude Wilson and Gladys Ryland have stated:

Program content should recognize no limitations of media through which the adolescent finds help in working on such problems as emancipation from his family, vocational choice, relationships with the opposite sex, and realization of himself in relation to society and to his religious beliefs.<sup>2</sup>

Therefore, the services to this group must be varied and flexible; and in this study, the writer describes the services for teen-age groups in settlements and neighborhood centers.

#### Purpose of the Study

The purpose of this study is to explore and describe the program involved in serving teen-age groups in settlements and neighborhood centers.

#### Method of Procedure

The universe for this study was the Chicago Federation of Settlements and Neighborhood Centers. This organization is made up of thirty-four members agencies. Five agencies did not participate in this study because they did not have a teen-age program during the program year of 1956-1957.

A schedule was sent to each of the twenty-nine agencies. The schedule for this study was constructed to report the services to teen-agers, with special emphasis on group services.

---

<sup>1</sup> Charlotte Towle, Common Human Needs (New York, 1955), p. 45.

<sup>2</sup> Gertrude Wilson and Gladys Ryland, Social Group Work Practice (Cambridge, Massachusetts, 1949), p. 108.

This study is based on the information from sixteen agencies who completed and returned the schedules. This study is made up of information from both large and small agencies, and from different sections of the city of Chicago.<sup>1</sup>

#### Scope and Limitations

The study only includes agencies which were members of the Chicago Federation of Settlements and Neighborhood Centers. The study is based on information from sixteen agencies.<sup>2</sup> The study is limited to services to teen-age groups during the program year of 1956-1957. This study does not include the work of agencies with street gangs or hard-to-reach youth projects. It also does not include the camping services provided by the agencies participating in this study for teen-age groups. This study is only a descriptive study and will only present the material that was obtained from the sixteen agencies which completed the schedule.

---

<sup>1</sup>

The largest number of groups reported by one agency was one hundred and two. The smallest number of groups reported by one agency was twenty-seven. This indicates the range in size of the agencies participating in this study.

<sup>2</sup>

The agencies participating are: Association House, Benton House, Bethlehem Community House, Christopher House, Emerson House, Gads Hill Center, Howell Neighborhood House, Hull House, Kenwood-Ellis Community Center, Newberry Center, Northwestern University Settlement, Olivet Institute, Ryder Community Center, Salvation Army Settlement, South Chicago Neighborhood House and the Mary McDowell Settlement.

## CHAPTER II

### HISTORY AND BACKGROUND OF THE SETTLEMENT MOVEMENT

The first settlement, Toynbee Hall, was established in London in 1884 and founded by Samuel A. Barnett. University Settlement, the first in America, was established in 1886 in New York City.<sup>1</sup> The settlement movement in America grew out of the concern of social and religious leaders over the widening gaps in society created by the industrial revolution.<sup>2</sup>

People in the lower income groups, for the most part, in many large cities, were immigrants from Europe and migrants from rural areas. Their families for the most part were ill-housed, ill-clothed and ill-fed. The religious leaders were interested in helping these people adjust to living in urban areas and to help them contribute to improving their own conditions. The people of this low income group were paid low salaries because they did not have special skills or knowledge needed in large industrial plants. In many instances, they were exploited because they did not have organized labor unions.

Settlements over the years may have changed their names and policies in many areas of the country, but many of the original functions still remain today. In 1954, Francis Bosworth stated:

The specific objectives of the settlements today are:  
(a) to help the people of a neighborhood to live together

---

<sup>1</sup>John McDowell, "Settlements and Neighborhood Houses," Social Work Year Book 1949 (Brattleboro, Vermont, 1949), p. 463.

<sup>2</sup>Francis Bosworth, "Settlements and Neighborhood Centers," Social Work Year Book 1954 (New York, 1954), p. 470.

in such a way as to become a source of enrichment to one another in their social relationships; (b) to discover and develop indigenous leadership which will operate for the good of all people across racial, religious and nationality lines; (c) and to help people fulfill their citizenship responsibility to one another and the wider community through effective patterns of individual and group action.<sup>1</sup>

By 1954, in the United States, there were over eight hundred and sixty settlements or neighborhood centers.<sup>2</sup> The national coordinating body for settlements and neighborhood centers is the National Federation of Settlements and Neighborhood Centers. This organization was formally organized in 1911. Today, 258 centers in 88 cities in 30 states, the District of Columbia and Hawaii, are members of this organization.<sup>3</sup>

Program emphasis in the settlement includes activities for all age groups, the entire family is given a chance to participate in the agency's program. The entire program is geared to improve the conditions of the many neighborhoods where settlements are found. In summarizing the services and program of settlements, John McDowell stated:

The specific services which a settlements or neighborhood house offers are not chosen on the basis of an ideological or traditional pattern. The choice is influenced mainly by the needs of people in the area served, other resources available to meet those needs, and the resources, financial and professional, of the agency itself.<sup>4</sup>

This study is concerned with the services to teen-age groups rendered by sixteen member houses of the Chicago Federation of Settlements and Neighborhood Centers. The first settlements in Chicago were

<sup>1</sup> Francis Bosworth, op. cit., p. 471

<sup>2</sup> Ibid., p. 471.

<sup>3</sup> Lois Corke DeSantis, op. cit., p. 516.

<sup>4</sup> John McDowell, op. cit., p. 464.

Hull House and Chicago Commons. Hull House was established in 1889 and Chicago Commons was established in 1894.<sup>1</sup> By 1956, there were thirty-three settlements and neighborhood centers who were members of the Chicago Federation of Settlements and Neighborhood Centers. The size of these agencies these agencies varies and programs of no two settlements are the same. But a survey in 1956 of all member agencies revealed that all agencies had the following services and resources: social and game rooms; craft shops; club rooms; kitchen classrooms; activities for children, teen-agers and adults; referral services and counselling for individuals.<sup>2</sup>

Settlements, as well as other private and public agencies, since World War II, have had an increasing interest in the activities of teen-agers. This concern of both private and public agencies has resulted in the publishing of many articles, pamphlets and periodicals on the services for teen-agers. In one of these many publications, it was stated:

The great need of youth for new and expanded interests has challenged practically all private youth-serving agencies to adapt and revise their programs....Budgets have been increased for youth activities, and some social agencies have developed neighborhood centers. The needs of youth have had a cementing effect, serving to bring public and private agencies and varying types of community groups together to pool their resources and facilities in the common cause of the young people of communities.<sup>3</sup>

Settlements have increased their use of public facilities in their various neighborhoods. In 1954, Francis Bosworth stated:

---

<sup>1</sup> Francis Bosworth, op. cit., p. 471.

<sup>2</sup> Annual Report for 1956 (Chicago Federation of Settlements and Neighborhood Centers Publication), Chicago, p. 5.

<sup>3</sup> Federal Security Agency, Youth Centers (Washington, 1945), p. 25.

A recent trend has been the extension of settlements' services to schools, housing projects, public recreation centers and other institutions of the neighborhood. These services have been financed by voluntary and tax funds in order to use the skill of settlement workers in broader community service.

In this study, the writer will describe the work of sixteen private agencies in their attempt to serve the teen-agers in their various communities.

---

<sup>1</sup>  
Francis Bosworth, op. cit., p. 473.



### CHAPTER III

#### PRESENTATION OF DATA

##### Scope and Extent of Work With Teen-age Groups

The material in this section of Chapter Three represents the amount of work done by the reporting agencies during the program year of 1956-1957, with agency-organized groups and autonomous groups.<sup>1</sup>

During the 1956-1957 program year, the sixteen agencies in this study reported that they served a total of 55 agency-organized groups. This was an average of 34.7 agency-organized groups per agency. These same agencies provided services for a total of 170 agency-organized teen-age groups, with an average of 10.7 agency-organized teen-age groups per agency. The agency-organized teen-age groups represented 30.8 per cent of the total agency-organized groups during the program year of 1956-1957 (See Table 1, page 9).

During this same period, the sixteen agencies provided program leadership for a total of 155 autonomous groups, which was an average of 9.7 autonomous groups per agency. These agencies provided program leadership for a total of 84 autonomous teen-age groups, which is an average of 5.3 autonomous teen-age groups per agency. The autonomous teen-age groups served by the agencies represented 54.2 per cent of the autonomous groups served by the agencies (see Table 2, Page 10).

---

<sup>1</sup> In this study, agency-organized groups and autonomous groups are referred to frequently. The definitions, as used in this study, for these two terms are as follows: agency-organized groups are groups formed by the agency itself; and, autonomous groups are groups formed apart from the agency (they may have a lesser or greater degree of structure). Teen-age autonomous groups are usually formed by the teen-agers themselves; Some of these groups come to the agency with requests for use of facilities or help in program or both.

TABLE I

AGENCY-ORGANIZED GROUPS SHOWING TOTAL NUMBER AND THE TOTAL NUMBER OF AGENCY-ORGANIZED TEEN-AGE GROUPS SERVED BY THE AGENCIES DURING THE PROGRAM YEAR OF 1956-1957, SHOWING THE PERCENTAGE OF TEEN-AGE GROUPS TO THE TOTAL\*

Agency-Organized Groups	Total No. of Groups Reported	Average No. of Groups Per Agency	Percentage of Teen-age Groups to Total
Agency-organized groups	555	34.7	100
Agency-organized teen-age groups	171	10.7	30.8

\*The number of agencies reporting was sixteen (this footnote will not be repeated unless the number of agencies reporting is less than sixteen).

The agencies served a total of 710 groups during the program year of 1956-1957; of this total, 255 groups were teen-age groups. The agencies' services to teen-age groups, during the program year of 1956-1957, represented 35.9 per cent of the total groups served (see Table 3, page 10).

A total of 170 teen-age groups, reported by 13 of the 16 agencies, came to the agencies and requested the service of the agencies. This total represents an average of 13.1 groups per agency. A total of 36 teen-age groups who came and requested the services of fourteen agencies were refused the services of the agencies. The reporting agencies refused to serve an average of 2.6 teen-age groups who came in and requested their services (see Table 4, page 11).

During the program year of 1956-1957, the 16 agencies reported that a total of 261 teen-age groups met at their agencies for a total of 40.25 times per week. This represented a total of twenty-six different teen-age groups meeting on an average of 1.55 times per week (see Table 5, page 11).

TABLE 2

AUTONOMOUS GROUPS SHOWING TOTAL NUMBER AND THE TOTAL NUMBER OF AUTONOMOUS TEEN-AGE GROUPS SERVED BY THE AGENCIES DURING THE PROGRAM YEAR OF 1956-1957, SHOWING THE PERCENTAGE OF TEEN-AGE GROUPS TO THE TOTAL

Autonomous Groups	Total No. of Groups Reported	Average No. of Groups per Agency	Percentage of Teen-age Groups To Total
Autonomous groups Served by the agency	155	9.7	100
Teen-age autonomous groups served by the agency	84	5.3	54.2

In reporting the hours that teen-age groups met at the agencies, a total of 228 groups were reported by fourteen agencies. Two hundred and fourteen of these groups met in the evening and 14 groups met in the afternoon. This shows that 93.9 per cent of the teen-age groups met in the evening, while 6.1 per cent met in the afternoon. All of the groups reported in this study as meeting in the afternoon met between the hours of three-thirty P.M. and five-thirty P.M. All of the evening groups reported met between six-thirty P.M. and ten-thirty P.M. (see Table (see Table 6, page 11).

TABLE 3

TOTAL GROUPS SERVED BY THE AGENCIES DURING THE 1956-1957 PROGRAM YEAR SHOWING AGENCY-ORGANIZED GROUPS AND AUTONOMOUS GROUPS AND THE PERCENTAGE OF TEEN-AGE GROUPS TO THE TOTAL

Groups Served	Agency-Organized Groups	Autonomous Groups	Total	Percentage of Teen-age Groups To Total
All groups	555	155	710	100
Teen-age groups	171	84	255 <sup>1</sup>	35.9

<sup>1</sup>The discrepancies in the figures in the several tables reporting the total number of teen-age groups resulted from the agencies reporting varying figures in response to different questions.

TABLE 4

TOTAL TEEN-AGE GROUPS THAT CAME IN AND REQUESTED SERVICES AND THE TOTAL NUMBER REFUSED SHOWING THE PERCENTAGE OF GROUPS REFUSED\*

Groups	Number of Groups	Average Number Of Groups Per Agency	Percentage of Groups Refused
Teen-age groups which requested agency's services	170	13.1	100
Teen-age groups which requested the agency's services but were refused	36	2.6	19.8

\* Thirteen of the sixteen agencies reported that teen-age groups came in and requested their services. Fourteen of the sixteen agencies reported that they refused groups that came in and requested their services.

TABLE 5

TOTAL NUMBER OF TEEN-AGE GROUPS AND THE NUMBER OF TIMES PER WEEK THEY MET AT THE AGENCIES, SHOWING THE AVERAGE TIMES PER WEEK THE GROUPS MET AT THE AGENCIES\*

Total Number of Groups Reported	Total Times Per Week Groups Met	Average Times Per Week
261	40.25	1.55

\* All sixteen agencies reported and listed twenty-six different groups which met a different number of times per week.

TABLE 6

TOTAL NUMBER OF TEEN-AGE GROUPS, SHOWING THE NUMBER AND PERCENTAGE OF GROUPS THAT MET IN THE AFTERNOON EVENING\*

Groups	Number of Groups Reported	Percentage of Total Groups Reported
Afternoon groups	14	6.1
Evening groups	214	93.9
Total number of groups reported	228	100

\*

Fourteen of the sixteen agencies reported the time teen-age groups met at their agencies. Afternoon in this study is the time between twelve o'clock noon and six o'clock P.M. Evening in this study means the time between six o'clock and midnight.

#### Criteria for Admission of Groups and Use of Agency Services

In this section of the chapter, the writer is listing and presenting the criteria used by the responding agencies in accepting teen-age groups in their programs. The criteria for admission and use of agencies' services were formulated by each agency; therefore, it is important to present the criteria used.

All of the participating agencies were asked to list the criteria used in accepting autonomous teen-age groups. Thirteen agencies gave the following answers: six stated that the autonomous groups had to accept general house policies; four stated that the members of the autonomous groups had to be residents of the neighborhood served by the agency; two stated that the autonomous groups were only accepted for basketball and other sports; two stated that the autonomous groups had to have a minimum number of members; two stated that these autonomous groups had to be desirous of the agency's service; two stated that the agency had to have available and adequate leadership for these autonomous groups; and two stated that

the autonomous groups had to pay a membership fee (see Table 7, page 13).

Thirteen agencies gave their criteria for deciding to organize teenagers, house members, or other, into agency groups. The following criteria were given: three stated that the individuals had to have the ability to function in the agency's setting; six stated that these individuals had to have a desire for the service of the agency; three stated that these individuals had to be members of the agency; three stated that these individuals were accepted on the basis of their needs and the availability of the agency's staff; three stated that the individuals had to be a certain age;

TABLE 7

CRITERIA USED IN ACCEPTING TEEN-AGE GROUPS, SHOWING THE NUMBER OF TIMES THE CRITERIA WERE USED BY THE AGENCIES\*

Criteria Used By The Reporting Agencies	Number of Times Criteria Were Listed By Agencies
Groups had to accept general house policies	6
Group members had to live in neighborhoods served by the agency	4
Only accepted for basketball or sports	2
Groups had to have a minimum number of members	2
Groups had to be desirous of agency's service	2
Agency had to have available and adequate staff	2
Groups had to pay a membership fee	2

\* Thirteen of the sixteen agencies listed their criteria used in accepting autonomous teen-age groups.

five stated that these individuals had to need or have the ability to accept recreation and/or group work program; and one stated that individuals

were formed into groups if its budget was sufficient (see Table 8, page 14).

Fourteen of the participating agencies refused a total of thirty-six teen-age groups who came and requested the services of their agency. The reasons for refusing these groups were as follows: seven stated that they were refused because of a lack of sufficient staff; four stated that they were refused because the agency did not have the facilities; three stated that they were refused because the groups did not live in the neighborhood; and one stated that a group was not ready to accept responsibility for organization of a club and the program of the agency (see Table 9, page 14).

TABLE 8

CRITERIA USED BY THE AGENCIES IN DECIDING TO ORGANIZE TEEN-AGERS, HOUSE MEMBERS OR OTHERS INTO GROUPS, SHOWING THE NUMBER OF TIMES THE CRITERIA WERE LISTED\*

Criteria Used By The Reporting Agencies	Number of Times Criteria Were Listed
Individuals had to be able to function in the agency	7
Individuals had to have a desire for agency's service	6
Individual had to need or have the ability to accept recreational and/or groups work program	5
Participants had to live in neighborhood	3
Individuals had to be members of the agency	3
Individuals accepted on the basis of their needs and the availability of the agency's staff	3
Individuals had to be a certain age	3
Individuals were formed into groups if the budget was sufficient	1

\*Thirteen of the sixteen agencies responded to this question.



TABLE 9

REASONS FOR REFUSING TEEN-AGE GROUPS THAT CAME AND REQUESTED THE SERVICES OF THE AGENCY, SHOWING THE NUMBER OF TIMES THE REASON WAS LISTED\*

The Reasons Used in Refusing Services to Groups	Number of Times Listed
Because of a lack of sufficient staff	7
Because the agency did not have the facilities	4
Because the group did not live in the neighborhood	3
Because the group was not ready to accept the club and the program of the agency	1

\*

Fourteen of the sixteen agencies listed the reasons they refused to serve thirty-six teen-age groups who came in and requested their services.

In regards to the limitations, restrictions and rules and regulations that governed the use of agency's facilities by teen-age groups, fifteen agencies responded. The following answers were given: four agencies did not allow smoking, or had restricted smoking areas; three agencies required membership; four agencies required that the groups accept the agency's policies; five stated that groups had to respect the agency's property and respect themselves; three agencies said that these groups had to be provided staff leadership by the agency; and one agency had no restrictions (see Table 10, page 16).

All of the responding agencies, except one, said that the restrictions and regulations that applied to teen-age groups also applied to all groups served by the agency. The one exception stated that "street corner gangs" or "hard to reach groups" used the agency's gymnasium after program hours.

Seven of the participating agencies did not reserve any of their facilities for exclusive teen-age usage. Nine of the participating



TABLE 10

LIMITATIONS, RESTRICTIONS AND RULES AND REGULATIONS THAT GOVERNED THE  
USE OF AGENCY'S FACILITIES BY TEEN-AGE GROUPS, SHOWING THE  
NUMBER OF TIMES THEY WERE LISTED\*

Limitations, Restrictions and Rules and Regulations That Governed the Use of Facilities	Number of Times Listed by the Agency
Groups had to respect the agency's property and themselves	5
No smoking or restricted smoking	4
Groups had to accept the agency's policies	4
The agency had to provide staff leadership for the group	3
Membership required	3
No restrictions	1

\* Fifteen agencies responded to this question and listed the above answers.

agencies did reserve some of their facilities for exclusive teen-age usage. Four of these agencies reserved a teen-age lounge, and three reserved special rooms for teen-agers. The reasons for reserving these facilities were rough usage, and for special teen-age functions.

Ten of the participating agencies did not reserve any facilities for exclusive adult usage. Six of the participating agencies did reserve facilities for exclusive adult usage. Their reasons for reserving facilities for exclusive adult usage were as follows: for special adult programs, and in the case of one agency rough usage by teen-agers was the reason.

The sixteen participating agencies developed their teen-age program for the program year 1956-1957 in the following ways: in two agencies, the staff decided the program for 1956-1957; and in fourteen agencies, the program was developed through discussions by staff and membership, by

evaluating the previous year's program.

The criteria used in planning teen-age programs, by fourteen agencies, for the program year of 1956-1957 were: seven agencies based their criteria on the interest and needs of the teen-agers in their neighborhood; three agencies based their criteria on the availability of space and staff; two agencies based their criteria on their previous experiences with teen-agers; one agency based its criteria on the knowledge of staff about the teen-age membership; one agency based its criteria on the recommendations developed by its staff and teen-age council; one agency's only criterion was residence in the community served by the agency; and in one agency, the criteria were developed by the individual club leaders and their groups. Below summarizes the data.

TABLE 11

CRITERIA USED IN PLANNING TEEN-AGE PROGRAMS, SHOWING THE  
NUMBER OF TIMES THE CRITERIA WERE LISTED\*

Criteria Used in Planning Teen-age Programs	Number of Times Listed
Based on the interest and needs of the teen-agers in the community	7
Based on the availability of space and staff	3
Criteria were based on their previous experience with teen-agers	2
Criteria were based on the knowledge of staff about teen-age membership	1
Criteria were based on the recommendations developed by staff and teen-age council	1
Residence in the community served by the agency	1
Criteria were developed by the individual club leaders and their groups	1

\*

Fourteen of the sixteen agencies responded to this question and gave the above answers.

### Budget and Staff Time Given to Teen-age Program

In this section of Chapter Three, emphasis is on the amount of staff time and the amount of budget which was given to working with teen-agers in reporting the agencies' programs.

Eight of the sixteen agencies reported that 24.2 per cent of their total budget was spent or used for program budget.<sup>1</sup> Eight of the sixteen agencies reported that 29.9 per cent of their total program budget was spent for teen-age programs.

The reporting agencies use of different kinds of staff to work with teen-age groups varied with each agency. The categories of staff were listed in the schedule according to the following: full-time, part-time, volunteer, all staff, and professional social work staff. The answers were given in terms of the percentage of the total staff time used in working with teen-age groups. The following answers represented the average of all agencies reporting: 35.9 per cent of full-time staff time; 48.3 per cent of part-time staff; 39 per cent of volunteer staff; 38.4 per cent of all staff; and 36.5 per cent of professional staff.<sup>2</sup>

### The Role of Agencies and Teen-age Groups in Planning Teen-age Activities

In this section of Chapter Three, the emphasis is on showing the

---

1

Program budget in this study refers to the part of the total agency budget which is allocated to the organized group program of the agency. In agencies with a program director, this part of the budget may be under his direct administration.

<sup>2</sup>All of the sixteen agencies did not report on their use of different kinds of staff. The following is a breakdown of those who responded: ten agencies reported on their use of full-time staff time; ten agencies reported their use of part-time staff; nine reported on their use of volunteer staff; seven reported on their use of all staff; and eight reported on their use of professional social work staff.

role of the reporting agencies and teen-age groups in planning teen-age activities.

The reporting agencies indicated that teen-age were encouraged to plan their own activities. The agencies gave the following answers: ten answered that teen-age groups were encouraged to plan their own activities to a great extent; three answered that teen-age groups were encouraged to plan their activities to some extent; none of the agencies answered that teen-age groups were given very little encouragement; and seven agencies answered that teen-age groups were encouraged to plan their own activities according to the group's capacity and maturity.

Fourteen of the participating agencies indicated that teen-age groups were represented on planning bodies or inter-groups such as teen-age councils, house councils, etc. One agency had no such planning body, and one indicated that teen-age groups participated in this kind of planning body in a very limited way. All sixteen agencies reported that teen-age groups were not represented on the governing body of the agency (usually the Board of Directors).

Twelve of the sixteen agencies reported that they used special measures to encourage teen-age participation in program planning. The following special measures were given: four agencies said that this was done basically through the individual clubs or groups; four agencies said that this was done basically through the teen-age councils or inter-group planning bodies; one agency said that this was done through individual teen-agers who made suggestions and recommendations; one agency indicated that this was done through developing a junior leadership training program; and one agency indicated that this was done through counselling and

working with the courts.

All sixteen of the reporting agencies indicated that they participated in some kind of inter-agency planning for teen-agers, during the program year of 1956-1957. The following agencies were listed: Chicago Youth Council, Mayor's Youth Commission, International Kiwanians, Chicago Federation of Settlements and Neighborhood Centers, other social agencies in their communities, Welfare Council and Neighborhood or regional organizations such as community councils.

The roles that teen-age groups played in this inter-agency planning varied with each agency. The following answers were given: eight agencies reported that teen-age groups actively participated; four agencies reported that teen-age groups did not participate; and two agencies reported that teen-age groups participated in a limited way.

#### Problems and Limitations of Agencies in Working With Teen-age Groups

In this section of Chapter Three, the problems and limitations of the reporting agencies in serving teen-age groups are presented. Each of the fourteen reporting agencies had at least one problem or limitation, and in several instances two or more were given.

The problems that the agencies had were as follows: six reported that their problem was the inability of teen-age groups to accept and understand the policies and purposes of the agency; three agencies stated that their problem was the need for additional money and facilities; two stated that their problem was the need for additional trained staff persons; two agencies stated that their problem was the inability to provide vocational counseling and/or other special services; and each of the following problems were listed by one agency -- need for additional referrals to other agencies,

handling the drop-outs from school, limiting the requests of outside groups for the use of the agency's services, the inability of teen-age groups to be responsible for their own program, parents' attitude toward girls attending the agency at night because of the high percentage of unwed mothers in the neighborhood, and the use of heroin by one teen-age group.

Fourteen of the sixteen reporting agencies listed their major limitations in working with teen-age groups during the program year of 1956-1957. The limitations listed were as follows: eight agencies reported that the lack of space and facilities or equipment as their major limitations; five agencies stated that their major limitation was the lack of trained and experienced staff persons; five other agencies said that their major limitation was the lack of staff persons; and one agency reported its major limitation was the lack of staff time for extensive work with teen-age groups.

#### Emphasis in Group Services for Teen-agers

In this section, the concern is to show the emphasis in group services for teen-agers during the program year of 1956-1957 by the reporting agencies.

Thirteen of the sixteen agencies indicated, in percentages, the kinds of program activities carried on by teen-age groups in their agencies. The following activities and percentages represent the average of these to the total teen-age program: sports, 35.9 per cent; canteen-lounge 22 per cent; other mass activities 8.6 per cent; interest groups 14.9 per cent; clubs 38.1 per cent; and others as listed by the agencies 5.6 per cent.<sup>1</sup>

---

<sup>1</sup> Other activities as listed by the agencies included parties, boxing, painting, volley ball, committees and councils.

All of the sixteen agencies facilitated the use of "outside" facilities and program resources for teen-age groups in their programs. The agencies facilitated the use of these "outside" resources by providing tickets and transportation to games, beaches, tournaments, summer and week-end camps, parks, movies, plays and museums.

All sixteen of the agencies in this study provided services to teen-agers, apart from the services to teen-age groups. The activities that these agencies provided were: nine of the agencies provided counselling for the teen-agers in the program; five agencies provided vocational guidance for teen-agers; five agencies provided or gave job referral services to teen-agers; three agencies worked with the courts and probation officers in their neighborhoods; two agencies helped teen-agers acquire scholarships; one agency provided individual guidance informally in all of its club groups; one agency worked with the parent-teacher association in its neighborhood; one agency provided trips for teen-agers to industries and businesses in the city of Chicago; and one agency worked with parents and teen-agers, who needed the agency's services.

## CHAPTER IV

### INTERPRETATION OF FINDINGS

#### Scope and Extent of Work With Teen-age Groups

In the city of Chicago, according to the 1950 census, there were 3,620,962 people living in the city itself. Of this number, there were 408,145 youth between the ages of ten and nineteen years of age.<sup>1</sup> The children in this age group made up 11.3 per cent of the total population of this city. Yet the needs for leisure time activities for this small age group have not been sufficiently satisfied in many cities. Harry Serotkin stated:

Unreached youth live in cities, in suburbs, or in new communities. Despite the increase in youth services nationally, the total number of boys and girls actually participating is small. Few of any communities have had the money to provide such services to all who have wished them.<sup>2</sup>

Settlements and neighborhood centers, like many other private and public agencies, have teen-agers as a part of their programs. But, the concern of settlements for teen-agers is based on the needs of teen-agers, as a member of a family unit. Settlements attempt to serve teen-agers in such a way as to help them become an active part in making their community a better place to live. Frederick J. Soule stated:

Neighborhood houses invariably attract large numbers of children, occasioning an assumption that the house exists primarily for children's activities. Actually, the settlement's primary concern is the home in its

---

<sup>1</sup>United States Department of Commerce, Statistical Abstract of the United States 1954 (Washington, 1954), p. 23.

<sup>2</sup>Harry Serotkin, "Youth Services" Social Work Year Book 1957 (New York, 1957), p. 599.



neighborhood setting, an interest which logically focuses attention upon childhood--its environment, well-rounded training, and ultimate citizenship. Educational in its every effort and concern with the family as its unit of work, the settlement regards its youth efforts as a part of a broad program of community leadership.<sup>1</sup>

The reporting agencies showed that 30.8 per cent of their work with agency-organized groups were teen-age groups (see Table 1, page 9). These agencies in showing the autonomous groups they served during the program year 1956-1957, showed that 54.4 per cent of these groups were teen-age groups (see Table 2, page 10). These agencies showed that 35.9 per cent of the total groups served were teen-age groups (see Table 3, page 10).

It is interesting to note that such a high percentage of the groups served by the agencies were teen-age groups, although the number of youth in Chicago between the ages of ten and nineteen, in 1950, constituted only 11.3 per cent of the population. The data of this study do not make it possible to estimate the percentage of teen-agers in the settlement neighborhood who were served by the agencies. However, it is clear that within the total service of the settlements, the teen-agers were given considerable attention.

The way we, in this country, use our leisure time varies in different communities. Every community has developed certain ways of spending its leisure, but within the past century, major social changes have precipitated in our society new needs and ways of meeting them.<sup>2</sup> In the reporting

---

<sup>1</sup> Frederick J. Soule, "Settlements and Neighborhood Houses" Social Work Year Book 1947 (Brattleboro, Vermont, 1947), p. 465.

<sup>2</sup> Grace L. Coyle, Group Work With American Youth (New York, 1948), p. 2.

agencies, 93.9 per cent of the teen-age groups, who were a part of their program, met in the evenings and 6.1 per cent of these groups met in the afternoon.

The teen-ager in the present time no longer fits smoothly into the operation of the family economy, as both boys and girls did in the simpler days, when our country was dominantly rural (and small town). This has created a whole range of problems, including a tremendous need for guidance of the teen-agers in using his leisure time. It is likely that the evening hours are the most "dangerous" hours for the teen-agers; hence, it is likely that it is better to schedule his program in the evening. The figures show that the agencies in this study were scheduling this way. On the other hand, the study shows that teen-age groups only met on an average of 1.55 times per week. Because of the critical need of teen-agers for constructive group experience, some question arises here as to the adequacy of the group experience provided by the agencies. It is recognized, of course, that with limited funds and staff and with many other responsibilities, it would be indeed difficult for the agencies to provide more frequent group experiences. So, perhaps, the problem is primarily a community problem rather than an agency problem.

#### Criteria For Admission of Groups and Use of Agency Service

In this study, the agencies were asked to list the criteria used in accepting autonomous teen-age groups, and deciding to organize teen-agers and house members into agency groups. Each agency listed a number of varied answers to these questions (see pages 13 and 14). It should be noted here that these agencies were serving in different communities. The specific needs of the teen-agers do vary from one neighborhood to another, and the agencies must individually play a role in deciding who they will serve.

George Brager has stated:

The responsibility of the agency to play a direct role in determining who shall be a member of a friendship group rests upon certain assumptions: that the agency is clear about its objectives; that it has the right to decide what methods it shall use to achieve those objectives; and that it is obligated to make this known, insofar as possible, to the prospective member or group so that the latter may decide to affiliate or not as a result of this information.<sup>1</sup>

It is quite evident that the thirteen reporting agencies have developed their objectives and/or criteria by which to determine the groups and individuals they could serve or could not serve. It should be noted that the outstanding criteria listed by the agencies were: seven agencies said that individuals had to be able to function in the agency; six agencies said that the individuals had to have a desire for the agency's service; and six agencies said that the groups had to accept general house policies.

No criticism can be made of an agency establishing its intake policy; the question arises of what to do with groups not willing to accept the policies of the agency. (This study has not attempted to show or describe the teen-agers in programs such as the hard-to-reach or street corner clubs). The criteria of "desire for service" also is subject to the same criticism: what happens to teen-agers who don't express a "desire for service?"

#### Budget and Staff Time Given to Teen-age Groups

In reply to the question of program budgets, eight of the agencies reported that an average of 24.2 per cent of the total budgets was spent for program budgets. While teen-age groups made up 35.9 per cent of the

---

<sup>1</sup> George Brager, "Group Autonomy and Agency Intake Practice" Group Work and Community Organization, 1953-1954, Papers Presented at the National Conference of Social Work (New York, 1954), p. 2.

agencies' work with groups, only 29.9 per cent of their total program budgets were being spent in working with teen-age groups. Although the data of the study are not sufficient, for a conclusive analysis, it seems likely that a larger percentage of the program budget should be spent on teen-age programs.

The agencies in this study made use of several categories of staff persons, in working with teen-age groups (see page 19, paragraph 1). The use of volunteers by settlements and other youth serving agencies has been a traditional part of their operations.<sup>1</sup> There has been a constant need for trained social workers, and the need for a long-range planning for the recruitment of full-time professional workers and volunteer workers. The supply of professionally educated social group workers must be increased if agencies are to make use of volunteers who are available in the community.<sup>2</sup> Volunteers cannot function effectively, except with the aid of professional guidance.

Ten reporting agencies showed that the highest percentage of their staff time spent with teen-age groups was spent by their part-time staff. The lowest percentage of time spent with teen-age groups was by their full-time staff (as reported by ten agencies). Eight agencies reported that their professional social work staff spent 36.5 per cent of its time with teen-age groups, which was 11.8 per cent lower than the time spent by part-time staff.<sup>3</sup>

Serious questions have been raised in social work thinking about the

<sup>1</sup> Harry Serotkin, op. cit., p. 602.

<sup>2</sup> Gertrude Wilson and Gladys Ryland, op. cit., p. 606.

<sup>3</sup> See footnote on page 19 on the various number of agencies reporting on different items on the use of staff time.

effectiveness of other than professional social workers with teen-age groups. The dependency of these agencies on part-time workers, who are non-professional, therefore, gives rise to some questions about the adequacy of the service to teen-agers. Margaret Williamson, in 1954, summarized the existing attitudes around the use of "untrained" workers with teen-agers. She stated:

Several of the organizations, working primarily with adolescents, consider as quite central to their philosophy of work the recruiting and training of volunteers from the general citizenry to act as leaders or organized groups. Others express some misgivings about the widespread use of "untrained" workers for such direct leadership, and are hopefully looking toward a time when more workers will be employed in that capacity.<sup>1</sup>

#### The Role of the Agencies and Teen-age Groups in Planning Teen-age Activities

All sixteen agencies gave information on how they developed their teen-age program for the program year of 1956-1957. Fourteen of the agencies stated their programs were developed by staff with teen-age membership by participation by discussion. Only two of the agencies indicated that their staff decided on the program for teen-agers, without participation of the teen-agers. The method of planning programs, as done by the fourteen agencies, is in accord with a basic principle of social work. The principle states that the people or persons being served should share in the planning and should participate actively in this process.

One of the basic principles of social group work is that of democratic group self-determination. Harleigh B. Trecker states this principle as:

In social group work, the group must be helped to

---

<sup>1</sup>Margaret Williamson, "Youth Services", Social Work Year Book 1954 (New York, 1954), p. 547.

make its own decisions and determine its own activities, taking the maximum amount of responsibility in line with its capacity and ability. The primary source of control over the group is the group itself.<sup>1</sup>

All sixteen of the reporting agencies gave information on the extent teen-age groups were encouraged to plan their own programs. Seven agencies answered that teen-age groups were encouraged to plan their programs according to their capacity and maturity. Ten agencies answered that teen-age groups were encouraged to a great extent to plan their own programs. Two agencies answered that teen-age groups were encouraged to some extent to plan their own program. None of the agencies answered that teen-age groups were encouraged very little to plan their own programs. It is shown, from the types of answers, that the agencies in this study were consciously attempting to put into practice this principle of democratic group self-determination in their work with teen-age groups.

The sixteen agencies reported that their teen-age groups were represented on inter-group planning bodies, such as house councils, teen-age councils, or dance councils. This also is in accord with the principle that people being served should take an active part in planning for themselves. But none of the sixteen agencies had teen-age representation on their Board of Directors. The writer is aware of the differences in attitudes about teen-agers being on the agency's board of directors. Charles Levey probably summarized these differences when he stated:

Attitudes regarding the participation of youth on boards of directors have run the gamut from that of 'children seen-not heard' to 'equal voice-equal vote.' The earlier view (from the point of view of development, rather than chronology) was evidently inspired by a kind of tolerant intolerance, the latter by a kind of democratic zeal.<sup>2</sup>

---

<sup>1</sup>Harleigh B. Trecker, op. cit., p. 606.

<sup>2</sup>Charles Levey, "Youth and the Agency Board", The Group, XVI (October, 1953), p. 11.

Ten of the sixteen agencies in listing the special measures they used in encouraging teen-age participation in program planning listed two major means. Four of the agencies stated that this was done basically through the inter-group councils, and four agencies stated that this was done basically through the individual club groups.

From the information given by the various reporting agencies, on their role and the teen-agers' role in planning teen-age programs, it can be concluded that teen-agers and teen-age groups were given a chance to help select and plan their own programs. It is also evident that the agencies were practicing in accordance with basic social work principles and social group work principles.

The reporting agencies in listing the inter-agency planning for teen-agers showed that all sixteen agencies participated in some kind of inter-agency planning (see page 20, paragraph 3). This list included both private and public agencies, and they ranged from neighborhood planning to city-wide planning; planning for teen-agers. Eight of the sixteen agencies reported that teen-agers had an active role in this planning; while two participated in a limited way; four agencies reported that teen-agers did not participate; and two agencies did not report or answer the question. This again emphasizes that teen-agers do share, to some extent, in planning their own program activities.

#### Summary of the Limitations and Problems the Agencies Had in Working With Teen-age Groups

The fourteen agencies in giving their major limitations in working with teen-age groups listed the following: five agencies listed the lack of staff; five agencies listed the lack of trained and experienced staff;

eight agencies listed the lack of space and facilities and/or equipment; one agency listed the lack of money; and one agency listed the lack of staff time for extensive work with teen-agers. The problems as listed on page 21, paragraph 3, indicate that the problems and limitations of the agencies gave rise to each other or at least reinforced each other. An example of this is the listing of the following answer by six agencies: "the inability of teen-agers to accept and understand the policies and purposes of the agency" which, at least partly, can be attributed to the lack of staff or the lack of trained and experienced staff. The point is that these agencies might interpret the agency's functions to the teen-agers, if they had the staff time to contribute to this area of the agency's function.

All sixteen of the agencies responded or gave information on their restrictions and regulations concerning the use of their facilities. Nine of the agencies did reserve some of their facilities for exclusive teen-age usage; while seven agencies did not reserve some of their facilities for exclusive usage by teen-agers. Ten agencies did not reserve some of their facilities for exclusive adult usage, while six agencies did reserve some of their facilities for exclusive adult usage.

The reasons, as given by the agencies who did reserve some of their facilities, were for special teen-age functions and because of rough usage by the teen-agers. This information, because it is limited in scope and volume, does not clearly reflect the attitudes of the agencies in serving teen-agers. Therefore, no conclusions can be drawn, nor can there be any evaluations of this practice because the facilities of each agency vary.

It is significant to note that only 19.8 per cent of the teen-age



groups, who came in and requested the agencies' services, were refused. The reasons for refusing these groups were lack of staff, lack of facilities, members were not from the neighborhood, and the group was not ready to accept the agency's services.

The fact that only 19.8 per cent of the teen-age groups were refused is an indication that the fourteen reporting agencies, despite limitations and problems, were making serious and successful efforts to serve the teen-agers in their communities. However, in this period of increased teen-age delinquency, it is appalling to have to deny teen-agers wholesome group experiences because of the lack of staff and facilities. This, of course, is a community problem, rather than an agency problem. However, the agency does have the responsibility to interpret the problem to the community and to work toward getting more staff and facilities.

#### Program Emphasis in Terms of Service and Program

During World War II, canteens and USO's became popular, and in many communities, this was the way of serving teen-agers, both civilians and those in the Armed Services. This was reflected in the programs of settlements, which Frederick J. Soule described in 1947:

In their wartime concern for teen-agers, neighborhood workers reported extraordinary planning for an age group not far out of childhood, yet amazingly adult. Canteens became popular, with USO centers as patterns; young people also found fascination in aping night club paraphernalia. A reconversion of wartime recreation to organized groups is now apparent, many leaders again incorporating the arts and civic undertakings.

Although sweeping conclusions cannot be drawn from the data, it is likely that the mass activity type of program outweighs the small group type of

---

<sup>1</sup> Frederick J. Soule, op. cit., p. 465.

program. The different types of programs, as reported by the thirteen, were as follows: sports 35.9 per cent, canteen-lounge 22 per cent, and other mass activities 8.6 per cent, which is a total of 66.5 per cent. On the other hand, clubs constituted 38.1 per cent of the total. The exact figures cannot be taken literally because the percentages total over 100 per cent (128 per cent). It does seem clear, however, that mass activities constituted a disproportionate amount of the total program for teen-agers. It is recognized that group work method may be applied to canteen-lounge and sport activities, although the club type of activity is usually considered more conducive to achieving individual and group development through group work method.

All of the participating agencies provided services to teen-agers, in addition to their services to teen-agers in groups. Most of these services were in the area of counselling, vocational guidance, and referring teen-agers to other social agencies (see page 23, paragraph 2 for breakdown of services). The data show that considerable individualized service was provided for teen-agers, apart from group services. On the other hand, it seems apparent that a much greater volume of services, as well as a wider range would be essential to have adequate guidance for the teen-agers.

## CHAPTER V

### SUMMARY

The results of this study, because of various limitations, can not be used in judging the total function of all settlements and neighborhood centers, with teen-agers and teen-age groups. But the results can serve as an indication of what settlements and neighborhood centers were doing, during the program year of 1956-1957, in serving teen-age groups and teen-agers.

The data in this study showed that 35.9 per cent of the total groups served by the responding agencies were teen-age groups. The information is limited in that it does not clearly define or show the percentage of other groups served by specific age groups. But the material clearly shows that groups other than teen-age groups were served by the agencies. This indicates that the agencies were attempting to operate upon the basic philosophy of settlements. This basic philosophy states that the family unit is its basic concern, and each member of that unit is given service which is commensurate to his needs.

The data showed that 93.9 per cent of the teen-age groups that met at the reporting agencies met during the evening, between 6:30 P.M. and 10:30 P.M. This indicates that most of the reporting agencies felt that the evening is the best time to provide group services to teen-agers.

The data did not show the attitudes of the agencies concerning the number of times per week they provided services to groups. The material did show that teen-age groups met on an average of 1.55 times per week.

The material in this study showed that the criteria for admission of autonomous teen-age groups and the criteria for the agencies forming

teen-age house members into groups were similar and often identical. This data showed that the agencies had clearly formulated criteria for serving teen-agers and teen-age groups, which indicates that teen-agers were definitely a part of their programs.

The data showed that an average of 29.9 per cent of the reporting agencies' program budgets was spent on teen-age programs, while 35.9 per cent of the agencies' groups were teen-age groups. The data were not sufficient to conclude definitely that more of the agencies' program budget should have been spent on teen-age programs; but it seems likely that more of the program budgets should have been used for teen-age services or programs.

The material in this study showed that the highest percentage of the agencies' total staff time spent with teen-age groups was spent by part-time staff, who were not professional social workers. It can not be definitely concluded from the material that this was due to the lack of professional social workers, but the general shortage of professional social workers may be a definite factor.

The information in this study clearly shows that services to teen-age groups were not limited to services to groups. Special individual services were, mainly, in the area of counselling and referring individuals to other social agencies. This study showed that all of the sixteen agencies participated in some form of inter-agency planning for teen-agers, which indicates that the participating agencies were aware of the tremendous need for improving services for this age group.

The data showed that the agencies, teen-age groups, and teen-agers, all were actively engaged in some way in the planning of teen-age programs. Teen-agers also actively participated, in a limited way, in the planning

that was done with other agencies. This shows that the agencies were acting in accordance with one of the basic principles of social work: that the client should be involved in working out his own program.

This study showed that there were problems and limitations that definitely affected the services to teen-agers and teen-age groups. The agencies listed their problems and limitations, and the more outstanding ones were: the lack of facilities, the lack of staff, and the lack of sufficient and experienced staff. But, despite these problems and limitations, the responding agencies were able to serve all but 19.8 of the teen-age groups that requested their services. This clearly indicates that settlements and neighborhood centers were successfully attempting to serve the teen-agers in their various communities, but that more services were needed. This also indicates that the responsibility of providing services for teen-agers does not rest solely with settlements; but the communities should help in providing additional resources to help make the services of settlements more effective with this age group.

APPENDIX A

SCHEDULE

Name of Agency \_\_\_\_\_

Name and Title of Person Responding to the Questionnaire \_\_\_\_\_

(Note: All questions are asked in connection with the program year 1956-1957.)

1. (a) How many agency organized groups did your agency work with during the program year 1956-1957? (Program year is defined similarly to school year - i.e., from September or October until the summer program starts in June or July. Because summer program is frequently much different from "regular" program it is excluded from consideration for purpose of this study.) \_\_\_\_\_
- (b) How many agency-organized teen-age groups did your agency work with in the program year 1956-1957? \_\_\_\_\_
- (c) How many groups not organized by your agency did the agency provide program leadership for in the program year 1956-1957? \_\_\_\_\_
- (d) How many teen-age groups not organized by your agency did your agency provide program leadership for in the program year 1956-1957? \_\_\_\_\_
2. (Note: Question 2a refers to already formed groups; 2b to unorganized individual teen-agers who were organized by the agency.)
  - (a) What criteria were used in 1956-1957 in accepting teen-age groups which were not organized by your agency but for which leadership was provided? \_\_\_\_\_
  - (b) What criteria were used in deciding to organize teen-agers, house members or others, into agency groups? \_\_\_\_\_
  - (c) How many teen-age groups came to the agency and requested the agency's services? \_\_\_\_\_
  - (d) How many teen-age groups requested the agency's services, but were refused? \_\_\_\_\_
  - (e) Why were such groups refused services? \_\_\_\_\_
3. Approximately what percentage of staff-time was given to working with

organized teen-age groups, according to the following categories?

- (1) Full-time \_\_\_\_\_
- (2) Part-time \_\_\_\_\_
- (3) Volunteer \_\_\_\_\_
- (4) All staff \_\_\_\_\_
- (5) Professional social work staff \_\_\_\_\_

(Note: Supervisory as well as direct leadership time is included here, but not other time such as time spent on administration apart from supervision. A professional is defined as a social worker with an M. S. W. or equivalent degree from an accredited social work school.)

4. How many times did your teen-age groups meet? (Please be specific. i.e., 10 met once a week, 3 twice a week, etc.)

No. of groups

Meetings per week

5. What kinds of program activities were carried on by teen-age groups?

Percentage of Sports		to total teen-age program	
"	Canteen Lounge	"	"
"	Other mass activities	"	"
"	Interest groups	"	"
"	Classes	"	"
"	Clubs	"	"
"	Others (please specify	"	"

6. At what hours of the day did your teen-age groups hold their regular meetings? (Please be specific. i.e., 10 met after 7 P.M., 3 after school in the afternoon, etc.)

No. of groups

Hours

7. (a) What limitations, restrictions, and rules and regulations governed the use of agency facilities by teen-age groups?
- (b) Were the same limitations applied to all groups by the agency?  
Explain:
- (c) Were some agency facilities reserved for exclusive teen-age use?  
Explain:
- (d) Were some agency facilities reserved for exclusive adult use?
8. (a) Did the agency facilitate the use of "outside" (non-agency) facilities and program-resources by teen-age groups by providing transportation, tickets for special events, etc.?

- (b) If the answer to (a) is "Yes," please list what was done to facilitate use of "outside" facilities and program resources.
9. (a) How did the agency go about developing its teen-age program for the program year of 1956-1957?
- (b) What criteria did the agency use in planning teen-age program?
- (c) What problems did the agency find in working with teen-age group during its program year of 1956-1957?
- (d) What were the major limitations the agency had in working with teen-age groups during the program year of 1956-1957?
10. (a) Was each teen-age group encouraged to help plan its own program?  
 To a great extent \_\_\_\_\_  
 To some extent \_\_\_\_\_  
 Very little \_\_\_\_\_  
 According to group capacity and maturity \_\_\_\_\_
- (b) Were teen-age groups represented on planning bodies or inter-groups such as teen-age councils, House Councils, etc.? \_\_\_\_\_  
 If so, please specify what inter-group or inter-groups.
- (c) Were teen-age groups represented on the governing body (usually the Board of Directors) of the agency? \_\_\_\_\_
- (d) Please list any special measures used to encourage teen-age participation in program planning.
11. (a) Apart from group activities, what other services were provided by the agency for teen-agers? i.e., vocational guidance, counselling, referrals to other agencies, etc.
- (b) In what inter-agency planning for teen-agers did your agency participate during the program year 1956-1957?
- (c) What role did your teen-age groups play in such activities?
12. (a) What percentage of your agency's budget was spent on teen-age services and activities? \_\_\_\_\_
- (b) If your agency used a "program budget", what percentage of the "program budget" was spent on teen-age program? \_\_\_\_\_



(Note: By "program budget" is meant: a part of the total agency budget which is allocated to the organized group program of the agency. In agencies with a Program Director this part of the budget may be under his direct administration.)

13. Please write any comments you may care to make about significant features of your teen-age services and program not covered in the above.

## APPENDIX B

### EXPLANATORY LETTER

Dear

I am a graduate student from the Atlanta University School of Social Work, doing my field work at the Chicago Commons Association. I am in the process of collecting data for my thesis on the subject of, "The Role of Settlements and Neighborhood Centers in Serving Teen-Age Groups."

The agencies that have been selected to participate in this study are all members of the Chicago Federation of Settlements and Neighborhood Centers. As a member agency of the Chicago Federation, your help and cooperation in providing the information needed to complete this study will be greatly appreciated.

Enclosed you will find a copy of the questionnaire. A stamped, self addressed envelope is also enclosed for your convenience.

Time is a very important factor because my field work assignment ends during February. I would appreciate it if you can complete the questionnaire and return it to me by the thirty-first of January.

If you have any questions you would like to ask me about the questionnaire, I can be contacted at the Chicago Commons Association. If you would like to call me, the telephone number is MO. 6-3166. I am at the agency Monday through Thursday, from one P.M. to ten P.M.; and on Friday, from nine A.M. to five-thirty P.M.

Sincerely yours,

Israel H. Milton

## BIBLIOGRAPHY

### Books

- Addams, Jane. The Spirit of Youth and the City Streets. Norwood, Massachusetts: Norwood Press, 1909.
- Bios, Peter. The Adolescent Personality. New York: D. Appleton Century Co., 1941.
- Chambers, M. M. Youth Serving Organizations. Washington: American Council on Education, 1948.
- Coyle, Grace L. Group Experience and Democratic Values. New York: Woman's Press, 1947.
- \_\_\_\_\_. Group Work With American Youth. New York: Woman's Press, 1947.
- Dimock, Hedley S. and Trecker, Harleigh B. The Supervision of Group Work and Recreation. New York: Association Press, 1949.
- Donohoe, John E. Baffling Eyes of Youth. New York: Association Press, 1957.
- English, O. Spurgeon and Pearson, Gerald H. S. Emotional Problems of Living. New York: W. W. Norton & Co., 1945.
- Hanna, Robert Paul. Youth Serves the Community. New York: D. Appleton-Century Co., 1936.
- Horney, Karen. The Neurotic Personality of Our Time. New York: W. W. Norton Company, 1936.
- Josselyn, Irene M. Psychosocial Development of Children. New York: Family Service Association of America, 1954.
- Klein, Alan F. Society, Democracy and the Group. New York: Woman's Press, 1953.
- Lindeman, E. C. Leisure, A National Issue. New York: Association Press, 1939.
- Lorwin, Lewis L. Youth Work Programs. Washington: American Council on Education, 1941.
- Mayo, Elton. The Social Problems of an Industrial Civilization. Cambridge: Harvard University Press, 1945.
- Pacey, Lorene B. Readings in the Development of Settlements and Neighborhood Centers. New York: Association Press, 1950.

- Trecker, Harleigh B. Group Process in Administration. New York: Woman's Press, 1946.
- \_\_\_\_\_. Social Group Work Principles and Practices. New York: Whiteside, Inc., 1953.
- Towle, Charlotte. Common Human Needs. New York: American Association of Social Workers, 1955.
- Wilson, Gertrude and Ryland, Gladys. Social Group Work Practice. Boston: Houghton Mifflin Co., 1949.
- Wrenn, Gilbert and Marley, D. L. Time on Their Hands. Washington: American Council on Education, 1941.
- Zachry, Caroline. Emotion and Conduct in Adolescence. New York: D. Appleton-Century Co., 1940.

#### Articles

- Alson, Estelle. "Social Group Work With the Hard to Reach Teen-Agers," The Social Work Welfare Forum (Sept. 1951), pp. 281-294.
- Armstrong, Robert and Raphael, Edna. "Relating a Neighborhood Study to Programming," The Group, XVII (Feb. 1955), pp. 22-26.
- Bass, Meyer. "Youth Services," Social Work Year Book 1949, pp. 541-548.
- Bosworth, Francis. "Settlements and Neighborhood Centers," Social Work Year Book 1954, pp. 470-474.
- Brager, George. "Group Autonomy and Agency Intake Practice," Group Work and Community Organization - 1953-1954, (July, 1945), pp. 1-11.
- Brickman, W. W. "Rising Rate of Juvenile Delinquency," School and Society, LXXXIV (Oct. 1956), pp. 148-151.
- Cohen, Nathan. "The Place of the Sectarian Agency in Services to Groups," The Social Welfare Forum, (Sept. 1951), pp. 271-280.
- DeSantis, Lois Corke. "Settlements and Neighborhood Houses," Social Work Year Book 1957, pp. 512-517.
- Fogel, David. "Democratic Group Self-Determination," The Group, XVI, No. IV (April, 1954), pp. 15-20.
- Gibbs, Howard C. "Youth Participation - Fact and Folly," The Group, XV, No. III (Feb. 1953), pp. 15-19.

- Grillo, Evelio. "Social Group Work in Community Programs for the Prevention and Treatment of Juvenile Delinquency," Group Work and Community Organization - 1955, (July, 1955), pp. 78-86.
- Hall, Helen. "Communities Studies," Group Work and Community Organization - 1953-1954, (July, 1954), pp. 23-35.
- Konopka, Gisela. "Resistance and Hostility in Group Members," The Group, XVI, No. I (Oct. 1953), pp. 3-10.
- Levey, George. "Youth and the Agency Board," The Group, XVI, No. I (Oct. 1953), pp. 11-16.
- Lourie, Norman V. "Juvenile Delinquency," Social Work Year Book 1957, pp. 330-311.
- Maas, Henry S. "Evaluating the Individual Member in the Group," Group Work and Community Organization - 1953-1954, (July, 1954), pp. 36-44.
- McDowell, John. "Settlements and Neighborhood Houses," Social Work Year Book 1949, pp. 463-468.
- Miller, Irving. "A Critical Appraisal of Some Aspects of Social Group Work Theory and Practice," Group Work and Community Organization - 1955, (July, 1955), pp. 66-77.
- Sapp, Helen. "Adolescence Will be Like This," Recreation, (Feb. 1957), pp. 41-42.
- Serotkin, Harry. "Youth Services," Social Work Year Book 1957, pp. 598-608.
- Soule, Frederick. "Settlements and Neighborhood Houses," Social Work Year Book 1947, pp. 463-468.
- Stump, Jack. "Atomic-Age Youth," The Group, XIII, No. III (March, 1951), pp. 3-6.
- Tead, Ordway. "Young People in the World," Association Forum, XXX, No. IV (July-August, 1949), pp. 4-6.
- Vinter, Robert. "Potentials of Teen-Age Councils," The Group, XIII, No. II (Jan. 1951), pp. 9-14.

#### Public Documents

- U. S. Department of Commerce, "U. S. Census, 1954," Statistical Abstract Of the United States 1954.

## Reports

"Chicago Federation of Settlements and Neighborhood Centers Annual Report For 1956," Chicago: n.p., n.d.

"Building Programs With Groups," New York: National Board YWCA, n.d.

"Reaching Teen-Agers Through Effective Programming," New York City Youth Board, 1956.

"Reaching Teen-Agers Through Group Work and Recreation," New York City Youth Board, February, 1956.